

Message Text

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PAGE 01 BRASIL 09685 01 OF 03 240231Z
ACTION ARA-14

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TO SECSTATE WASHDC 4845
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LIMITED OFFICIAL USE SECTION 1 OF 3 BRASILIA 9685

E.O. 11652: NA
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SUBJECT: CONFERENCE OF PRODUCERS CLASSES (CONCLAP)

REF: RIO A-96, NOV 11, 1977

FOLLOWING MESSAGE PREPARED IN AMCONGEN RIO DE JANEIRO:

SUMMARY: THE 4TH NATIONAL CONFERENCE FOR THE PRODUCERS CLASSES (CONCLAP IV) MET IN RIO OCT 31 THRU NOV 4 AND EXAMINED OVERALL GOB ECONOMIC POLICY. THE MAJOR ISSUE AT THE CONFERENCE WAS THE RELATIONSHIP BETWEEN THE STATE AND THE ECONOMY AND THE CONFERENCE WAS SHARPLY CRITICAL OF THE INCREASE IN GOVERNMENT CONTROL OVER THE PRIVATE SECTOR. THE PRIMARY COMPLAINTS OVER THE GOVERNMENT INVOLVEMENTS WERE THAT IT LED TO LESS EFFICIENCY AND LESS TIMELY DECISIONS AND IS NOT COMPATABLE WITH THE BROADER POLITICAL GOAL OF AN OPEN PLURALISTIC SOCIETY. THE CONFERENCE SUGGESTED A NUMBER OF MEASURES TO STRENGTHEN THE PRIVATE SECTOR -- INCLUDING DECENTRALIZED ALLOCATIONS OF INVESTMENT RESOURCES, PRESERVING SECTORS IN WHICH THE NATIONAL INDUSTRY

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PAGE 02 BRASIL 09685 01 OF 03 240231Z

SHOULD BE PREDOMINANT, AND MORE STABILITY IN GOVERNMENT PROGRAMS. AFTER THE SECRETARY'S VISIT, THE MISSION WILL RETURN TO THIS SUBJECT, ATTEMPTING AN ANALYSIS AND ASSESSMENT OF THE SIGNIFICANCE OF THIS EVENT.

1. THE FOURTH NATIONAL CONFERENCE OF THE PRODUCER CLASSES (CONCLAP IV) WAS HELD IN RIO OCTOBER 31-NOVEMBER 4, IN-

VOLVING SOME 2000 DELEGATES REPRESENTING NATIONAL, REGIONAL AND LOCAL INDUSTRIAL, TRADE, AND AGRICULTURAL ASSOCIATIONS FROM ALL REGIONS AND SECTORS OF THE BRAZILIAN ECONOMY. PRESIDENT GEISEL ADDRESSED THE OPENING SESSION, FOLLOWED ON SUBSEQUENT DAYS BY MINISTERIAL APPEARANCES BEFORE PLENARY SESSIONS, INCLUDING FINANCE MINISTER SIMONSEN AT THE FINAL MEETING. INITIATED IN 1945 AND LAST HELD IN 1973, CONCLAP IS AN IMPORTANT BELLWEATHER OF THE BUSINESS COMMUNITY. DURING THE WEEKLONG DEBATES A BROAD RANGE OF MAJOR ECONOMIC POLICY ISSUES WAS DISCUSSED, SOMETIMES HEATEDLY AND OCCASIONALLY LAPSING INTO AREAS MORE POLITICAL THAN ECONOMIC -- ALTHOUGH THE CONFERENCE'S OWN RULES SPECIFICALLY PROHIBIT DISCUSSION OF POLITICAL MATTERS.

2. DESPITE THE DIVERSITY OF TOPICS DISCUSSED, THE CLEARLY PREDOMINANT THEME WAS ONE OF CONCERN OVER THE GROWING ROLE OF THE GOVERNMENT IN ECONOMIC AFFAIRS. THROUGH PROLIFERATION OF SPECIAL INCENTIVES AND PROGRAMS, EXPANSION AND DIVERSIFICATION OF THE GIANT STATE ENTERPRISES (SEE REFAIR), INCREASING GOVERNMENT ROLE IN GENERATION AND ALLOCATION OF INVESTMENT RESOURCES, ETC., THE GOVERNMENT IS PERCEIVED TO BE SUBSTITUTING CENTRALIZED, BUREAUCRATIC PROCESSES IN LIEU OF DECENTRALIZED, PRIVATE DECISION-MAKING. THE RESULT IS LESS TIMELY DECISIONS, INCREASINGLY REMOVED FROM BASIC CONSIDERATIONS OF PROFITABILITY AND RATE OF RETURN ON LIMITED OFFICIAL USE

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PAGE 03 BRASIL 09685 01 OF 03 240231Z

INVESTMENT. THE PRIVATE ECONOMIC SECTOR IS ADVERSELY AFFECTED IN A VARIETY OF WAYS SPELLED OUT IN DETAIL IN THE VARIOUS DOCUMENTS AND DEBATES OF THE CONFERENCE, MORE FUNDAMENTALLY, THERE IS A PERCEIVED CONFLICT BETWEEN THIS INCREASING ROLE OF THE STATE AND THE BROADER POLITICAL GOAL OF AN OPEN, PLURALISTIC SOCIETY.

3. THE CONFERENCE WAS PRECEDED BY A TEN-MONTH STUDY OF ISSUES IN EACH OF 11 BASIC AREAS, E.G., SOCIAL ROLE OF PRIVATE ENTERPRISE, THE FIRM AND THE STATE, EXTERNAL SECTOR, AGRICULTURE, INDUSTRY, COMMERCE. THESE STUDIES, PREPARED BY TECHNICAL COMMISSIONS OF LEADING ECONOMISTS AND ENTREPRENEURS UNDER THE GENERAL COORDINATION OF GETULIO VARGAS FOUNDATION POST-GRADUATE DIRECTOR CARLOS LANGONI, FORMED THE BASIC DOCUMENTS ON WHICH ACTUAL DEBATES OF THE CONFERENCE WERE BASED. THE STUDIES ARE WELL DONE, OBJECTIVE, ANALYTICAL, AND CONTAIN A WEALTH OF CURRENT DATA AND ANALYSIS OF BRAZILIAN ECONOMIC POLICY.

4. IN ADDITION TO THESE "BASIC DOCUMENTS", THE CONFERENCE RELEASED A FORMAL STATEMENT OF POLICY PROPOSALS ADOPTED FOR EACH COMMISSION PLUS AN OVERALL

SUMMARY KNOWN AS THE CHARTER OF RIO DE JANEIRO. THE
OFFICIAL DOCUMENT WILL BE SUBMITTED BY AIRGRAM.

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PAGE 01 BRASIL 09685 02 OF 03 240240Z
ACTION ARA-14

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LIMITED OFFICIAL USE SECTION 2 OF 3 BRASILIA 9685

5. THE MAJOR CONTROVERSY CONCERNED THE COMMISSION ON
"THE FIRM AND THE STATE" PRESIDED OVER BY HENRY MAKSOUD,
PRESIDENT OF VISAO MAGAZINE AND OWNER OF THE LARGEST
CONSULTING FIRM IN THE COUNTRY -- AND WELL KNOWN FOR
HIS OUTSPOKEN DEFENSE OF HIGHLY CONSERVATIVE ECONOMIC
VALUES. THE BASIC DOCUMENT OF THIS COMMISSION CONTAINED
A DETAILED ACCOUNT AND CRITIQUE OF THE GROWTH OF
STATISM. UNDER MAKSOUD'S LEADERSHIP, THE COMMISSION
INITIALLY APPROVED A REPORT HARSHLY CRITICAL OF GOVERN-
MENT INTERVENTION AND CALLING FOR AN END TO NATIONAL
ECONOMIC PLANNING. APPROVAL OF SO EXTREME A POSITION
APPARENTLY DID NOT REFLECT THE MAJORITY VIEW AND MAY
HAVE BEEN DUE PRIMARILY TO THE LATE HOUR, THE FORCE-
FUL CHAIRMAN, THE RELATIVELY SMALL NUMBER OF DELEGATES
PRESENT AT THE TIME, AND THE SYSTEM OF VOTING USED BY
THE CONFERENCE -- "ANYONE NOT IN FAVOR OF THE MOTION
STAND UP*" NEVERTHELESS, THIS DEVELOPMENT ATTRACTED
WIDE PUBLICITY. HALF THE MEMBERS OF THE TECHNICAL STAFF
CHARGED WITH DRAFTING THE REPORT WALKED OUT OF THE
MEETING IN PROTEST. THE PRESS GAVE LARGE PLAY TO
THE POSITION, WITH THE JORNAL DO BRASIL IN PARTI-
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PAGE 02 BRASIL 09685 02 OF 03 240240Z

CULAR EDITORIALIZING FAVORABLY ON THE POLITICAL CRITICISM AND CALL FOR INCREASED PLURALISM IMPLICIT THEREIN. BY WEEK'S END, COOLER HEADS PREVAILED AND A MODIFIED VERSION WAS ADOPTED WHICH HAS BEEN PUBLICLY PRAISED BY THE MINISTER OF PLANNING.

6. PRESIDENT GEISEL'S OPENING ADDRESS PUT THE CONFERENCE ON NOTICE THAT THE REGIME WOULD NOT CHANGE ITS APPROACH, I.E., THE ECONOMIC MODEL. GEISEL'S SPEECH LAID OUT THE PRINCIPLE CHALLENGES FACING THE BRAZILIAN ECONOMY: (A) EXTERNAL INSTABILITY (PRICE INCREASES BY THE OIL CARTEL, LARGE OIL DEFICITS, AND PROTECTIONISM), (B) INTERNAL STRATEGY FOR NATIONAL DEVELOPMENT, (C) CONSTRUCTION OF THE ECONOMIC MODEL AND, (D) SOCIAL PROGRESS. GEISEL MADE CLEAR THAT ADJUSTMENT TO NEW ECONOMIC CONDITION WAS NECESSARY BUT THAT THESE CHANGES WILL REQUIRE TIME. HE ALSO ACKNOWLEDGED THE NECESSITY OF DECENTRALIZATION IN A COUNTRY THE SIZE OF BRAZIL AND PRAISED THE ROLE OF THE PRIVATE FIRM. THE SERIES OF MINISTERIAL ADDRESSES GAVE A STRONG DEFENSE OF THE GOVERNMENT'S ECONOMIC ROLE AND SOME OF THE CRITICS.

7. THE CONFERENCE'S FINAL REPORT, ALTHOUGH CONSTRUCTIVE IN TONE AND FREE OF HARSH LANGUAGE, NONE- THELESS CONTAINS A FAIRLY STRONG STATEMENT OF THE CONCERN OF THE BUSINESS COMMUNITY OVER THE INCREASING ROLE OF THE GOVERNMENT IN ECONOMIC AFFAIRS. NOTING THE TENDENCY OF STATE ENTERPRISE TO EXPAND INTO AREAS FAR BEYOND THEIR ORIGINAL INTENT, WITH INCREASING INFLUENCE IN THE ALLOCATION OF RESOURCES, THE REPORT CHARACTERIZES THE PRIVATE SECTOR AS IN-

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PAGE 03 BRASIL 09685 02 OF 03 240240Z

CREASINGLY EXPOSED TO BUREAUCRATIC CONTROLS AND ARBITRARY, UNPREDICTABLE CHANGES IN BASIC MARKET CONDITIONS. THE REPORT CALLS FOR A STRATEGY OF DECENTRALIZING THE ECONOMY, NOT ONLY AS THE MOST EFFICIENT MEANS TO RAPID ECONOMIC DEVELOPMENT BUT ALSO, BECAUSE OF THE "INTIMATE RELATIONSHIP WITH POLITICAL PLURALISM..." AS THE BEST WAY OF ACCOMMODATING DISSENT IN A SOCIETY UNDER INTENSE TRANSFORMATION. ACCORDING TO THE REPORT, THE STRENGTHENING OF THE MARKET ECONOMY SHOULD BE FIRM, BUT GRADUAL, ADAPTING NATIONAL INDUSTRY TO AN ATMOSPHERE IN WHICH DECISIONS ARE MADE PRIMARILY

THROUGH PRIVATE INITIATIVE IN RESPONSE TO MARKET FORCES, SUBJECT TO CRITERIA ESTABLISHED BY THE GOVERNMENT, REGIONAL DISPARITIES, INCOME DISPARITIES, AND THE SPECIAL ROLE OF SMALL AND MEDIUM FIRMS ARE HIGHLIGHTED AS IMPORTANT. THESE GENERAL IDEAS ARE ELABORATED AS FOLLOWS:

--LIMIT STATE INTERVENTION, BOTH DIRECT (STATE FIRMS) AND INDIRECT (REGULATORY MECHANISMS); RESTRAINT OR DIVERSIFICATION OF THE FORMER, SIMPLIFICATION OF THE LATTER.

--REVISE NATIONAL PLANNING TO BE MORE COMPATIBLE WITH MARKET SYSTEM, RESTRICTING GOVERNMENT ROLE TO DIRECTING PUBLIC SECTOR AND INDICATING BROAD NATIONAL PRIORITIES IN CASE OF PRIVATE SECTOR. PERMANENT CONSULTATIVE MECHANISMS SHOULD BE ESTABLISHED BETWEEN GOVERNMENT AND DIFFERENT SECTORS OF SOCIETY.

--DECENTRALIZE ALLOCATION OF INVESTMENT RESOURCES, REVERSING TENDENCY TOWARDS CONCENTRATION OF POWER IN HANDS OF STATE.

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PAGE 01 BRASIL 09685 03 OF 03 240247Z
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INFO AMCONSUL SAO PAULO
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LIMITED OFFICIAL USE SECTION 3 OF 3 BRASILIA 9685

--STRENGTHEN CAPITAL MARKETS TO RAISE AND ALLOCATE LONG TERM AND RISK CAPITAL.

--ELIMINATE PERMANENT PRICE CONTROLS IN COMPETITIVE SECTORS.

--CONTINUE EXPORT DIVERSIFICATION STRATEGY WHICH, STIMULATES TECHNOLOGICAL ADVANCE AND PERMITS LARGER SCALE OPERATIONS.

--CREATE CONDITIONS FOR GROWTH OF SMALL AND MEDIUM SIZE FIRMS, ESPECIALLY THROUGH ELIMINATION OF OBSTACLES TO RAISING FINANCIAL RESOURCES.

--CORRECT REGIONAL DISEQUILIBRIA WHICH CANNOT BE LEFT TO MARKET FORCES. INCREASED USE OF SPECIAL INCENTIVES IS JUSTIFIED, PERMITTING GREATER ABSORPTION OF LABOR.

--CLARIFY INDUSTRIAL POLICY, SPECIFYING SECTORS IN WHICH NATIONAL INDUSTRY SHOULD BE PREDOMINANT. PROTECTIVE SCHEMES MUST BE COMPATIBLE WITH THE OBJECTIVE OF LONG RUN EFFICIENCY. GEOGRAPHICAL DECENTRALIZATION SHOULD BE SOUGHT TO ALLEVIATE LIMITED OFFICIAL USE

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PAGE 02 BRASIL 09685 03 OF 03 240247Z

THE PROBLEMS OF URBAN CONCENTRATION.

--THE OIL CRISIS (I.E., BALANCE OF PAYMENTS PRESSURES) ACCENTUATES THE IMPORTANCE OF AGRICULTURE. THE BASIS OF AGRICULTURAL POLICY SHOULD BE FREE PRICES, SUPPORT OF TECHNOLOGICAL RESEARCH, AND DEVELOPMENT OF TRANSPORT. IN CONTRAST TO THE POLICY OF RELIANCE ON SUBSIDIZED CREDIT.

--IT IS HOPED THAT FOREIGN CAPITAL, WHOSE IMPORTANCE IS RECOGNIZED, WILL CONCENTRATE INCREASINGLY IN AREAS OF HIGH TECHNOLOGY AND CAPITAL INTENSITY, PARTICIPATING MORE IN EXPORT EFFECTS.

--PRIVATE FIRMS SUPPLYING EQUIPMENT AND SERVICES FOR INFRASTRUCTURE ARE PARTICULARLY SENSITIVE TO SHIFTS IN GOVERNMENT PRIORITIES. PLANNING SHOULD BE COORDINATED TO PRECLUDE ABRUPT SHIFTS AND CANCELLATIONS OF PROJECTS.

8. SOME SPECIFIC POINTS NOT FULLY APPARENT IN THE ABOVE SUMMARY MERIT COMMENT. WITH RESPECT TO FOREIGN CAPITAL, THE PREDOMINANT ATTITUDE WAS CLEARLY POSITIVE AND RECEPTIVE, WITH PROVISOS THAT THE "RULES OF THE GAME" BE CLEAR AND THAT PRIORITY SECTORS FOR NATIONAL INDUSTRY BE IDENTIFIED. INCENTIVES SHOULD BE DENIED TO FOREIGN CAPITAL IN CASES WHERE DOMESTIC PRODUCERS HAVE CLEAR CAPABILITY. FOREIGN CAPITAL WAS SINGLED OUT AS A USEFUL INSTRUMENT FOR REDUCING REGIONAL DISPARITIES, FOR APPLICATIONS INVOLVING INCREASINGLY ADVANCED TECHNOLOGY, AND FOR STIMULATING EXPORTS. SHOWING CONCERN NOT TO APPEAR DISCRIMINATORY, THE FINAL PLENARY MODIFIED EARLIER WORDING IDENTIFYING "SECTORS FOR NATIONAL INDUSTRY PREPONDERANCE, RELATIVE TO FOREIGN CAPITAL" BY ELIMINATING THE FOREIGN CAPITAL

REFERENCE.

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PAGE 03 BRASIL 09685 03 OF 03 240247Z

9. WITH RESPECT TO TRADE POLICY, THE RECOMMENDED POLICIES TO IMPROVE PERFORMANCE EMPHASIZE PRIMARY EXPORTS. SPECIFICALLY, THE DOCUMENT ADVOCATES FREE PRICES, GRADUAL ABATEMENT OF EXPORT TAX, THE ELIMINATION OF STATE TURNOVER TAXES WITH COMPENSATION TO STATE GOVERNMENTS. (THE LAST MEASURE HAS ALREADY BEEN ANNOUNCED BY THE GOB -- SEE PARA 9 OF BRASILIA 9123.) THERE IS A CALL FOR REEXAMINATION OF THE HIGH LEVELS OF PROTECTIVE TARIFFS ON IMPORTS AND FOR GRADUAL ABOLITION OF THE PRIOR DEPOSIT. ALTHOUGH A MORE REALISTIC EXCHANGE RATE IS MENTIONED IN THE BASIC DOCUMENT AS ONE OF THE DESIRABLE MEANS OF EXPANDING EXPORTS, IT DOES NOT APPEAR IN THE FINAL REPORT. INSTEAD THERE IS REFERENCE TO DEVELOPMENT OF TRADING COMPANIES AND EFFECTIVENESS OF EXPORT SUBSIDIES. IN THE LATTER CASE, IN VIEW OF THE INCREASING FOREIGN RESISTANCE TO DIRECT EXPORT SUBSIDIES, THERE IS A PROPOSAL TO SUBSTITUTE THEREFORE REBATE OF LABOR TAX PAID BY EMPLOYERS, A DEVICE WITH POTENTIALLY THE SAME EFFECT BUT MORE ACCEPTABLE ABROAD. (SEE RIO A-95, NOVEMBER 11, 1977.)

10. WHETHER THESE DEBATES WILL HAVE A SIGNIFICANT IMPACT ON ECONOMIC POLICY REMAINS TO BE SEEN. AS SIMONSEN NOTED IN HIS ADDRESS, SOME OF THE PROPOSALS CONVERGE WITH RECENT GOVERNMENT INITIATIVES, E.G., SIMPLIFYING FISCAL RULES FOR SMALL INDUSTRY, LIBERALIZATION OF PRICES IN SOME SECTORS, NEW LAW REGULATING STOCK MARKET. HE ALSO SUPPORTED THE GENERAL PROPOSITIONS FOR MORE FREEDOM IN FUNCTIONING OF MARKETS AND LESS CONCENTRATION OF INVESTMENT DECISIONS. HOWEVER, THE EXIGENCIES OF THE CURRENT ECONOMIC SITUATION, IN PARTICULAR BALANCE OF PAYMENTS PRESSURES, ARE LIKELY TO PRECLUDE ANY SHORT-TERM MAJOR DISMANTLING OF EXPORT INCENTIVES OR IMPORT RESTRAINTS. THE PROCESS OF DEVELOPING ADEQUATE CAPITAL MARKETS IS VERY MUCH A LONG-TERM EFFORT AND IN THE MEANWHILE THE STATE ROLE IN CHANNELING INVESTMENT FUNDS IS UNLIKELY TO DIMINISH. CONSIDERABLE ATTENTION HAS BEEN GIVEN TO THE CALL FOR REPRESENTATION OF THE SO-CALLED PRODUCER CLASSES IN GOB PLANNING

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PAGE 04 BRASIL 09685 03 OF 03 240247Z

COUNCILS -- ON THE GROUNDS THAT THIS WILL IMPROVE THE QUALITY OF LANNING AND EVEN, BY SOME INTERPRETATIONS, GENERATE DEMOCRATIC PRESSURES WHICH WILL REVERSE THE TREND TO 'STATISM'. ONE OBVIOUS QUALIFICATION IS THAT THE PRODUCER CLASSES REPRESENT JUST ONE SEGMENT OF SOCIETY, A POINT NOT LOST ON LABOR

WHICH MAY SEEK TO SPONSOR A COMPARABLE CONFERENCE. IT SHOULD
BE REMEMBERED THAT REPRESENTATION OF SPECIFIC INTEREST GROUPS,
E.G., AGRICULTURE, MAY TEND TO CREATE PRESSURES FOR, AS WELL
AS AGAINST, SPECIAL INCENTIVES.
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